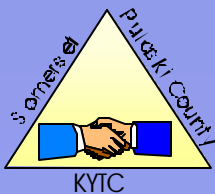


# Somerset Northern Bypass Citizens Advisory Council



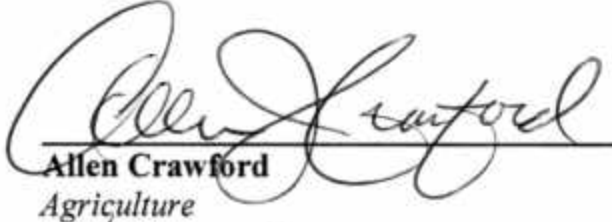
## Report to the Kentucky Transportation Cabinet

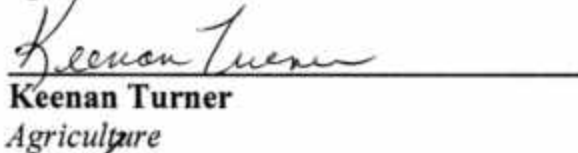


October 17, 2002

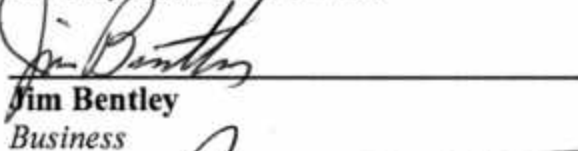
# SOMERSET NORTHERN BYPASS CITIZENS ADVISORY COUNCIL

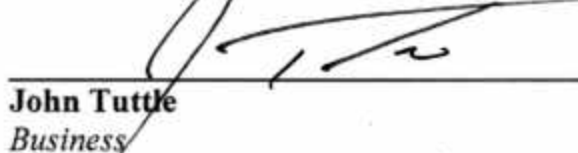
We, the members of the Somerset Northern Bypass Citizens Advisory Council submit this report on our findings and recommendations regarding the proposed northern bypass of Somerset, Kentucky, to the Kentucky Transportation Cabinet this 17<sup>th</sup> day of October 2002.

  
**Allen Crawford**  
Agriculture

  
**Keenan Turner**  
Agriculture

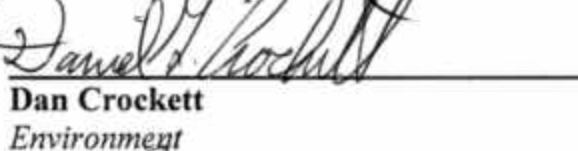
  
**Ken Bean**  
Business  
Advisory Council Chairman

  
**Jim Bentley**  
Business

  
**John Tuttle**  
Business

  
**Carrol Estes**  
Economic Development/Tourism

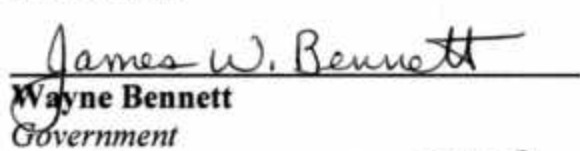
  
**John Perkins**  
Economic Development/Tourism

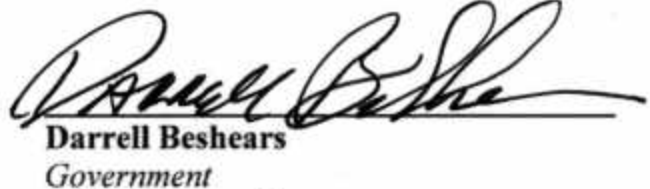
  
**Dan Crockett**  
Environment

  
**Lee Florea\***  
Environment

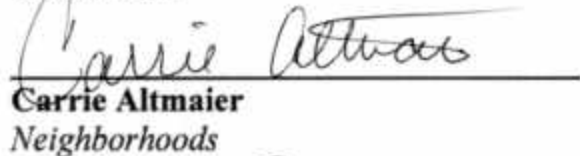
  
**Father Jack Kieffer\***  
Environment

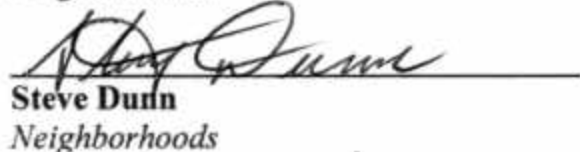
  
**Ben Mattingly\***  
Environment

  
**James W. Bennett**  
Wayne Bennett  
Government

  
**Darrell Beshears**  
Government

  
**J.P. Wiles**  
Government

  
**Carrie Altmaier**  
Neighborhoods

  
**Steve Dunn**  
Neighborhoods

  
**Reverend Mark Harrell**  
Neighborhoods  
Advisory Council Vice-Chairman

\* These individuals represent the minority opinion.

## **SUMMARY STATEMENT**

The Council, through a majority decision, recommends that the Kentucky Transportation Cabinet (KYTC) adopt the North Alternate as its preferred alternate and present it as such at the project's Public Hearing and in its environmental report to the Federal Highway Administration for their approval.

Some members of the Council, representing the environmental interest area, think that the Crossover and South Alternates are better than the North Alternate and would prefer the KY 80 Upgrade Alternate (if it were still an option) or the No-Build Alternative to any of the build alternates remaining under consideration.

The Council recommends that the KYTC take a progressive, proactive approach to the mitigation of the negative impacts of the new highway, that the design and construction of the facility should be conducted with proper consideration and assessment of environmental matters; and that a citizens advisory group be involved in the design and construction phase.

Further, the Council requests that the KYTC expedite the design and construction of this project, allowing the residents of Somerset and Pulaski County to go forward with decisions about their lives.

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## **SUMMARY OF COUNCIL FINDINGS AND RECOMMENDATIONS**

### **Majority Opinion**

Most of the Somerset Northern Bypass Citizens Advisory Council members recommend that the Kentucky Transportation Cabinet (KYTC) build the North Alternate.

The Council supports this recommendation with the following observations. The North Alternate:

- takes the fewest homes and causes the least disruption to neighborhoods;
- provides the most opportunity for business and economic development;
- provides the most space for the planned and controlled, sustainable growth of Somerset and Pulaski County;
- provides a highway that will minimize the impact of increasing traffic volumes and congestion and enhance traffic safety in Somerset and Pulaski County;
- provides for good local access and connectivity to other major roadways and would serve as an important link in the I 66 corridor, if constructed; and
- has the greatest overall negative impacts on the natural environment and farmland, creating the need to develop appropriate ways to mitigate those effects.

### **Minority Opinion**

Members representing the minority opinion respect and appreciate the hard work and dedication to the project displayed by the KYTC, its consultants (JDQ) and other Council members. However, they feel the choice of the North Alternate as the preferred alternate is misguided and based more on personal bias than on the objective

assessment scores of the supporting Work Groups.

Some members representing environmental interests think the Crossover Alternate or the South Alternate are better than the North Alternate, and would prefer the KY 80 Upgrade Alternate (if it were still an option) or the No-Build Alternative to any of the build alternates remaining under consideration.

It is their feeling that the community should make a proactive choice on behalf of the environment that sets a standard and example for other projects and future generations. They formally request that mitigation measures outlined in this report be the minimum applied during this project and urge the KYTC to consider all consequences before proceeding to a final decision.

### **Mitigation**

The entire Council recommends that the KYTC take a progressive and proactive approach to the mitigation of the negative impacts of the new highway and to the protection of the ecosystems and scenic beauty of the region.

Council suggestions include:

- designing and constructing attractive highway features such as rock cuts, retaining walls and bridges, in an aesthetically pleasing way;
- providing environmentally friendly sound barriers, where needed;
- planting trees and other vegetation to protect and enhance the scenic resources and ecosystems of the region;
- providing special signing or local tourism destinations;

- minimizing the splitting of farms and providing for adequate access for farming operations in the design of the highway;
- minimizing degradation to the human and natural environments by diverting water run-off from the roadway away from cave systems, sinkholes, streams and other conduits to cave systems and aquifers;
- locating replacement wetlands (developed to replace wetland acreage taken for construction) within the project corridor;
- exploring the feasibility of constructing elevated road beds in sensitive areas, including wildlife crossings, wetland areas and stream crossings;
- developing an emergency spill plan for responding to spills from vehicles;
- exploring the feasibility of minimizing the width of right of way through neighborhoods and where sensitive geologic features exist;
- ensuring that local values are incorporated into proposed mitigation measures by using a citizens group to work with the KYTC during the design and construction phases of this project; and
- lessening the impacts on people's lives by proceeding quickly to the design and construction of the proposed improvement.

## **Public Involvement Process**

The public involvement process for this project study was streamlined and well-integrated with the technical impact studies and engineering design work. It afforded all interested groups the opportunity to voice

their concerns and identify common interests and goals. The time spent in such a process is extremely valuable in developing a community vision for transportation and land use.

In addition, the process focused on listening carefully to one another, and fostered an environment well suited for dealing with change. Failure to provide a means for public dialogue could have led to frustration among citizens about the identification of community needs, existing resources and how to meet those needs.

The Advisory Council recognizes the value of the public involvement process in developing majority and minority opinions for its recommendation to build the North Alternate. The Council also recognizes that the KYTC went well beyond the requirements of law and policy in providing public input to the Somerset Northern Bypass engineering and environmental impact studies.

According to Lee Florea, a member who represents the minority opinion, "This effort by the KYTC should be incorporated into future highway projects."

## **Recognitions**

"The Advisory Council would like to commend the employees of the KYTC and Johnson, Depp and Quisenberry Consulting Engineers (JDQ) for their professionalism in supporting the Council throughout this process. Their presentation of technical information, their patience in working with the various interest groups and their facilitation of discussion has been outstanding.

The atmosphere of the work sessions was open. Council members could raise any issue concerning the Northern Bypass Project. The Council appreciates the many hours of support provided by these individuals. Many thanks." [Ken Bean, Chairman]

## ADVISORY COUNCIL BACKGROUND

### Formation

The intent of the Somerset Northern Bypass project study was to investigate new highway bypass alignments and an upgrade of existing KY80, all designed to interstate standards. (See **Alternate Alignment s Map - Exhibit 1**)

A high priority for the District 8 Office of the Kentucky Transportation Cabinet (KYTC) was to provide an effective means for the public to comment on these alignments.

Toward this end the KYTC suggested the formation of the Somerset Northern Bypass Citizens Advisory Council and asked for volunteers to serve as members. From the large number of volunteers, the KYTC originally selected 19 to represent six interest areas or Work Groups including Agriculture, Business, Economic Development and Tourism, Environment, Government and Neighborhoods. Because two members resigned during the tenure of the Council, final membership was 17 individuals. The Advisory Council convened its first public meeting in December 2001.

The Council formally developed rules and elected officers (chairman and vice-chairman) and identified constituents among the public, interested organizations and stakeholders. Each Work Group developed a mailing list of constituents with whom they could communicate about the project



and gain input on potential impacts. Work Groups added names and addresses to their constituency mailing lists throughout the study.

The Advisory Council and Work Group structure allowed for the KYTC to provide a format for dialogue at the grassroots level, guided by volunteers who were familiar with local issues and who could communicate directly with citizens and convey concerns back to the KYTC. Council members continuously discussed the impacts of project alternatives with local residents and elected officials throughout the study.



The Council structure provided a representative body for general interest groups, such as KICK 66 and the Somerset/Pulaski County Chamber of Commerce, to discuss both common and divergent needs. The Council's structure also has allowed the group to develop majority/minority opinions by fostering an understanding of individual concerns as well as the tradeoffs necessary to provide for common community needs for improved transportation.

Overall, the Council served as a coordinating body and a forum for comparing, synthesizing and prioritizing public concerns, building consensus regionally, and developing recommendations to the KYTC regarding highway location and impacts.



## Advisory Council Mission

The following is the Mission Statement agreed upon by the Advisory Council.

*“The Somerset Northern Bypass Citizens Advisory Council will make recommendations to the Kentucky Transportation Cabinet (KYTC) concerning the location, effects, and mitigation of a proposed northern bypass of Somerset and its attendant alternatives. The Council will develop criteria to evaluate project alternatives, and submit their findings and recommendations in a report to the KYTC.”*

While it has been the Council’s mission to assess impacts, report findings and make recommendations concerning the project alternatives, the Council was not responsible for the development of alternate alignments or the final decision about which alternative is selected. It is the responsibility of the KYTC, not the Advisory Council, to recommend a preferred alternative to the Federal Highway Administration.

## Activities

All Advisory Council working sessions and formal meetings were open to the public throughout the study. Working sessions consisted of procedural matters and developing and implementing a methodology for gauging impacts. Formal meetings involved the initial formation of the Council and the presentation of its findings and recommendations to the KYTC and the public.

Press releases were issued announcing each meeting. News reporters attended meetings and reported to the community on the progress of the Work Groups and Council and on issues identified in the study.

Individual Advisory Council members often were interviewed directly by the media.

Openness with the media helped to assure that the Council’s viewpoints and concerns were portrayed objectively to the community. Project managers, engineers and environmental and public involvement specialists from the KYTC and project consultants also were interviewed on project design and public concerns. Upon the request of the Council, the KYTC’s public involvement consultant prepared minutes for each meeting so that no individual Council member would have to refrain from participating in discussions.

During their tenure, Council members reviewed and commented on the KYTC’s Proposed Purpose and Need statement for the project’s environmental impact report. The Council’s input to this report and many other documents and issues was part of the KYTC’s ongoing scoping process.

## Assumptions and Procedures

Advisory Council members developed consensus on how meetings would be conducted



as well as certain study assumptions and operating procedures, including:

- a majority of members would constitute a quorum;
- an emphasis would be placed on developing informed recommendations;

- the Council would provide a forum for both majority and minority views;
- Council members would be residents of the region or knowledgeable about the region;
- Work Groups would be formed to represent specific interest areas;
- all meetings would be announced to the news media and the public;
- the KYTC and Council members would develop a list of constituents for each Work Group so that members could interface with them on the study;
- Council members would withhold final recommendations on the need for and location of a new four-lane highway until major impacts were identified; and
- the Council would adopt a set of ground rules for conducting meetings. (**See meeting ground rules - Appendix A.**)

## ALTERNATES STUDIED

Council members initially studied four, fully access-controlled alternates developed by the KYTC: (1) a North Bypass Alternate, (2) a South Bypass Alternate, (3) a Crossover Alternate, which utilized portions of both the North and South Alternates, and (4) an upgrade of existing KY 80 through Somerset. (**See Alternate Alignments Map - Exhibit 1**)

During the Council's final analysis of Alternates, the KY 80 Upgrade Alternate through Somerset was eliminated from further consideration by the KYTC because it did not adequately address the purpose and need for the project. Thus, final

evaluation was applied to the following build alternates:

- the North Alternate,
- the South Alternate, and
- the Crossover Alternate.

## MEETINGS SCHEDULE

In addition to Council meetings, the KYTC held three large Public Information Meetings during the study to inform the general public about major milestones. The first Public Information Meeting on November 27, 2001, focused on defining the project study corridor and study timetable. The second Public Information Meeting on May 14, 2002, focused on the purpose and need for the study, preliminary alternate alignments, and the preliminary results of ongoing environmental studies. The third Public Information Meeting on August 22, 2002, focused on the three alternates remaining under consideration and their costs and impacts. A final public hearing was tentatively scheduled for May 2003.

Advisory Council meetings and working sessions were held throughout the study



period. The Council was given information on alternate alignments and study findings to review prior to each Public Information Meeting. Members also worked continually on refining their own impact criteria and developing a quantitative and qualitative scale for ranking the alternates regarding the severity of impacts.

Advisory Council meetings were held as follows:

### Formal Meetings

- December 13, 2001 – Organization, orientation and project study corridor delineation
- October 17, 2002 – Council's report to the KYTC and the public.

### Working Sessions

- February 5, 2002 – Developed methods and means of public input, core criteria selection
- March 12, 2002 – Purpose and need discussion
- April 23, 2002 – Criteria mailing results, environmental studies, preliminary alternates
- July 9, 2002 – Alignments and base studies report, impact criteria measures
- August 8, 2002 – Presentation of draft Work Group reports for Council review
- September 10, 2002 – Discussion of Advisory Council findings and recommendations, finalize report

## **INITIAL ISSUES AND CONCERNS**

At the beginning of the study, Council members agreed that it was the KYTC's responsibility to address traffic volumes, accident data, and other studies that would show whether a new fully access-controlled highway was needed in the region and to develop the project's statement of purpose and need.

Advisory Council members were to evaluate the impacts of highway alternates developed by the KYTC and provide recommendations to the KYTC from a local perspective.

The following is a brief overview of core impact concerns raised by Council members at their initial meetings.

### **Agriculture Work Group**

- loss of prime farmland
- added travel required for farm operations
- splitting off farms
- disruption of local road networks and access to fields, markets and suppliers
- displacement of farm homes and farm structures

### **Business Work Group**

- loss of jobs
- access to existing businesses
- site opportunities for business relocations and future development
- future expansion of Somerset

### **Economic Development/Tourism Work Group**

- convenient access to developable industrial sites with rail access
- good connectivity to KY 461 and KY 914
- commercially developable land near interchanges
- access to tourism destinations
- facilitation of commercial/industrial development in northern Pulaski County

### **Environment Work Group**

- impact on water quality (surface/groundwater)
- impacts on ecosystems (woodland, prairie, wetland, karst)
- fragmentation of habitat
- noise impacts on local residents and wildlife
- scenic quality of proposed interchanges and loss of green space

### **Government Work Group**

- compatibility with school redistricting plans
- placement of alternate far enough north to be a true bypass
- potential for expansion and growth of Somerset
- convenient access to the existing road system for buses, emergency service vehicles, and other local traffic
- development of the tax base near bypass interchanges

### **Neighborhoods Work Group**

- displacement of households
- community cohesion (splitting neighborhoods, community facilities and schools)
- quality of life (open space, noise, air and light pollution)
- long-term development of residential areas and community services
- bypass access for neighborhoods

These core issues were further refined by the Work Groups and then mailed to the Work Group constituencies to determine if there were additional impacts that should be added, and to rate their relative importance in order to provide final, weighted impact criteria.

### **WORK GROUP SURVEYS AND STUDIES**

Each Work Group conducted its own individual discussions and informal surveys of the members of its constituency group. The Agriculture Work Group's discussions with local farmers, the KYTC and a local land appraiser helped identify the impacts various alternates would have on property values of agricultural lands.

The Business Work Group discussions with local business operators, chamber of

commerce and economic development officials helped to identify impacts for existing businesses at various alternate locations and to examine how business and service operations could grow in the region.

The Economic Development and Tourism Work Group investigation into economic development and tourism needs in the region helped to assure that a northern bypass would allow for expansion, including light industry in the new industrial and technology parks, and to foster growth of the tourism industry.

The Environment Work Group supplemented the technical studies of habitat, threatened and endangered species and wetlands and pollution levels by bringing data on caves and karst topography to the council's attention. Mapping of underground features assisted the KYTC in locating sensitive environmental areas and mitigating impacts of alternates.

The Government Work Group interfaced with local government officials and advised the KYTC on how alternates could impact government services. They also examined the impact of each alternate on the ability to provide emergency services in the region as well the impacts of each alternate on existing and future land-use plans.



The Neighborhoods Work Group met with numerous property owners in neighborhoods and subdivisions along each of the alternate locations to determine impacts on property owners, community cohesion and open-space values. They assisted the KYTC in identifying households taken and neighborhoods split by individual alternates.

## **IMPACT ASSESSMENT METHODOLOGY**

The Council approved the use of an impact evaluation matrix developed by the consultant for assessing the impacts of each alternate. The matrix approach used the KYTC technical study data or other value scale measures to quantify important impacts. **(See explanation of impact evaluation matrix - Appendix B.)**

The number of criteria for each Work Group was to remain small to ensure that major factors were represented in the analysis rather than diluting the importance of each criteria by selecting too many. **(See Work Group Reports for criteria listings and weightings – Appendices C-H).**

In most cases, each Work Group was able to select specific data from the KYTC's technical studies to provide measures for their criteria. For values-driven criteria, the Work Groups developed measurements or a values scale to reflect their concerns. The Council also asked the KYTC to measure criteria in specific ways during technical studies to reflect their specific interests.

For instance, the Neighborhoods Work Group asked that households affected be measured not just along the right-of-way (ROW) for each alternate, but within one-half mile of the ROW lines. As mentioned earlier, the Environment Work Group provided new data on caves in the region,

and the Agriculture Work Group devised a way to measure the impacts a bypass would have on property values of farmland adjacent to the new highway.

Each alternate in a Work Group's matrix received an alternate preference score (APS). The alternate with the lowest APS for each Work Group had the least impact on the region for that interest area; i.e., agriculture, business, economic development/tourism, environment, government or neighborhoods.

## **WORK GROUP IMPACT CRITERIA**

Each Work Group developed its own weighted impact criteria for assessing impacts in accord with the Council-directed methodology. **(See Work Group Reports - Appendices C-H.)**

Criteria were developed and weighted by each Work Group constituency through two mailings. In the first mailing, constituents were asked to identify other criteria not listed by the Advisory Council members. In the second mailing, they were asked to select their three most important criteria. Criteria receiving less than 10 percent of the total selection were dropped. This resulted in four to six final criteria for each Work Group.

## **WORK GROUP ALTERNATE PREFERENCE SCORES**

Alternate preference scores **(See Work Group reports - Appendices C-H)** were used to represent the level of overall negative impacts. The larger the score, the greater the impacts. Therefore, the lowest score would represent the preferred alternate for that particular Work Group.



Each Work Group presented a written and verbal report of its findings to the Council at a working session, including its matrix rating of the alternates. A rationale for each Work Group's assessment of impacts was given so that the Council could consider each Work Group report on its own merits prior to developing an overall Council recommendation.

The following is a summary of each Work Group's findings:

### **Agriculture Work Group**

South Alternate (Score: 28.1)  
Crossover Alternate (Score: 28.8)  
North Alternate (Score: 43.1)

The Crossover Alternate and the South Alternate have the least impact on agriculture overall with the North Alternate having the greatest impacts. The farther an alternate is from the city, the more farmland would be taken out of production.

In addition, there is a greater negative impact on agricultural land property values farther from town since there is more farmland there to be impacted. There are fewer farms split and existing farm homes and structures taken by the alternates closer to the city.

The Agriculture Work Group assessment shows the South Alternate to have the least negative impacts overall.

### **Business Work Group**

North Alternate (Score: 28.5)  
Crossover Alternate (Score: 33.3)  
South Alternate (Score: 38.2)

The North Alternate clearly allows for the greatest future expansion of Somerset, the Work Group's main interest. The South Alternate has some advantages for maintaining proximity to existing

businesses, but this is offset by the space afforded for business relocation by the North Alternate. In addition, there would be less disruption to existing businesses during construction of the North Alternate.

The Business Work Group assessment shows the North Alternate to have the least negative impacts overall.

### **Economic Development/Tourism Work Group**

North Alternate (Score: 32.0)  
Crossover Alternate (Score: 33.9)  
South Alternate (Score: 34.1)

The North Alternate gives the best access to KY 461 and the new Valley Oak Industrial Park and Technology Center, high priorities for the Work Group, while the South Alternate gives the best connectivity to KY 914 and the Crossover Alternate gives the best connectivity to old Route 27. However, traffic flow projections are best for the North and the Crossover Alternates for the intersecting roadways. For Tourism, the alternates closer to town may give the best overall access to tourism destinations.

The Economic Development/Tourism Work Group assessment shows the North Alternate to have the least negative impacts overall.

### **Environment Work Group**

Crossover Alternate (Score: 26.9)  
South Alternate (Score: 31.5)  
North Alternate (Score: 41.7)

The Crossover Alternate has the least impacts on cave systems and sinkholes and plant and animal life and habitat, while the South Alternate has the least impacts on ecosystems. For air and water quality and noise impacts, the Crossover Alternate has

the least impacts, and the North Alternate has the most impacts.

Three sources of data were compared to determine impacts, 1) the KYTC's bypass technical study data, 2) Council member Lee Florea's own field work data and 3) a combination of these. Each source yielded about the same results: that the Crossover Alternate has the least adverse impact on the environment of any of the build alternates.



However, at the time the KY 80 Upgrade Alternate was dismissed from further consideration by the KYTC, some Environment Work Group representatives said it would have been their preferred build alternate because it is already the most-developed alignment and, therefore, would disturb the natural environment the least. Also, while the Environment Work Group overall did not support a build alternative in the project study, representatives did select from among the remaining alternates in terms of which is least destructive to the environment if a bypass is to be constructed.

#### **Government Work Group**

NorthAlternate (Score: 31.7)  
CrossoverAlternate (Score: 32.3)  
SouthAlternate (Score: 36.0)

The North Alternate best meets the criterion for being a true bypass, although for emergency services the alternates closer to town are more advantageous.

The North Alternate is somewhat troublesome to emergency service providers. In the event of an accident on the North Alternate, a Somerset ambulance would respond, but it could not be accompanied by a Somerset fire truck. This is due, in part, to the fact that Somerset fire trucks cannot go farther than five miles from the Somerset fire station and the North Alternate is more than five miles out. Additional consideration by local governments is needed on how to deal with this issue.

The North Alternate allows for the potential "smart growth" of Somerset and expansion of the tax base with more than two-and-one-half times the developable land within the bypass compared to other alternates. It also provides the best access with the least congestion for small communities north of the city.

The Government Work Group assessment shows the North Alternate to have the least negative impacts overall.

#### **Neighborhoods Work Group**

NorthAlternate (Score: 29.7)  
SouthAlternate (Score: 33.8)  
CrossoverAlternate (Score: 36.5)

The North Alternate displaces the fewest households, affects the fewest households within one-half mile of the right-of-way (ROW) lines and has the least negative impacts on quality of life measures, such as air, noise and light pollution and open space. It also splits the fewest neighborhoods. The North Alternate also would have slightly less impact on churches and cemeteries as compared to other alternates.

The Neighborhoods Work Group assessment shows the North Alternate to have the least negative impacts overall.

## **ADVISORY COUNCIL ANALYSES**

### **Premises for Recommendations**

The Council's recommendations were based on the following premises:

- Council members would step out of their roles as individual Work Group or special interest representatives and into a role of citizens representing the community and region as a whole;
- Council members would determine whether they felt the KYTC had made a convincing case regarding the need for a four-lane bypass of Somerset;
- Council members would determine whether they felt the KYTC had acted appropriately in dismissing the KY 80 Upgrade Alternate;
- Council members would formulate a community vision of the best transportation and land-use outcome for the future of Somerset and Pulaski County;
- Council members would identify major issues from their study of alternates and special interest group needs;
- Council members would determine which bypass alternate best fits their community vision;
- Council members would determine which interest areas would bear the greatest negative impacts of building a new highway;

- Council members would determine how mitigation measures could limit negative impacts; and
- Council members would assure that both majority and minority opinions were provided to the KYTC.



The Council met in a working session on Tuesday, September 10, 2002, to discuss and develop its report to the KYTC.

### **Reaching Agreement**

While Council members agreed that they were in a position to work toward consensus concerning this project, they felt that describing their majority/minority opinions was a more realistic goal for their report to the KYTC.

Council members also recognized that in reaching a majority opinion, not all Council members could retain their first alternate preference and that mitigation was needed to lessen the impacts in certain issue areas, especially those identified in minority views and by those Council members choosing an alternate not favored by their Work Groups.



## Community Vision

Council members developed their vision for the future of Somerset and Pulaski County as it relates to this project. Components of this vision, articulated by the Council, include:

- the assurance of safe travel, unimpeded by congestion, as population and traffic volumes continue to grow;
- a commitment by local governments to planned, controlled growth;
- a continuing focus on economic development to provide a healthy, sustainable business and industrial economy and to provide jobs for future generations;
- a commitment to providing an upgraded transportation infrastructure that will meet growing population needs;
- a dedication to preserving quality of life values such as retaining open space and community cohesion, and limiting the disruption of existing neighborhoods;
- a commitment to preserving ecosystems and limiting noise, light, air and water pollution; and
- a serviceable connection to other major roadways in the area, including I-66 if it is constructed.

## Other Impacts and Major Issues

Council members said that it is vital to select an alternate that provides enough space for the growing residential population and business



community in Somerset, so that a new highway does not become surrounded too quickly by development and become ineffectual as a true bypass, as has been the situation with KY80.

Council members also determined that local government and economic development decisions need to be made to assure that the downtown business district of Somerset remains vital and attractive. “We must place the bypass to maintain our quality of life and to avoid having another KY 80 surrounded by growth. At the same time, we must preserve our city center,” states Council member Carrie Altmaier.

In addition, Council members agreed the beauty of the region must be maintained to attract visitors and enhance the tourism industry.

## Build/No-Build Alternatives

Most Council members agreed that KYTC statistics and their own personal experience showed that a new four-lane bypass of Somerset is needed.

The Council cited the area’s high population growth rate as well as the continual growth in the business, economic-development and tourism sectors, which depend on broadening the region’s transportation infrastructure.

One Council member representing the neighborhoods interest area did not necessarily agree that the KYTC had shown a need for a highway, based on “a world in which families would be talked to about cutting down the need for everyone to have a car.”

Some members of the Environment Work Group said they preferred the No-Build

Alternative and believe that the need for taking more land to build a new four-lane highway is not warranted.

## **KY 80 Upgrade Dismissal**

Most Council members also agreed that the KYTC's decision to drop the KY 80 Upgrade Alternate from consideration was appropriate. The KYTC studies had shown that the Upgrade alternate would not relieve traffic congestion on KY 80 and connecting roadways and would operate at an inadequate level of service for future traffic volumes.

Another consideration was that the area along KY 80 has become built up with residential and commercial development, which also would suffer considerable disruption if KY 80 were upgraded to a fully access-controlled highway.

However, there was some sentiment among Council members representing environmental interests that the KY 80 Upgrade was the best build alternate, because -- as the already most-developed alternate -- it would have the fewest impacts on the environment. When that alternate was dismissed by the KYTC, these members were left to choose from among the other build alternates.

## **Preferred Alternate**

Based on Work Group and other public input, the Council's community vision and other major impacts and issues, **a large majority of the Advisory Council agreed to recommend the North Alternate as its preferred alternate.**

While the North Alternate caused the most negative impacts to farmers and agricultural land, both members of the Agriculture Work

Group supported it. According to Keenan Turner, "If we don't use the North Alternate, we'll have to use more land in the future to build another bypass as the community grows."

Allen Crawford, while not completely happy with the choice of the North Alternate, supported it stating "My heart wasn't with the North Alternate for my own selfish reasons -- part of my farm will be taken -- but the North Alternate is best for the community.

There were others who, while they may have preferred another alternate, supported the North Alternate. J.P. Wiles, Mayor of Somerset, stated "I originally wanted the highway closer in, to tie in at Sugar Hill for better access to KY 914, but so many people came to me wanting the North Alternate, that's the one I support."

Reverend Mark Harrell pointed out, "If it ever is to become part of I-66, the bypass is in the right spot with the North Alternate."

Darrell Beshears, Pulaski County Judge Executive stated "I don't know for sure that we will grow out to the North Alternate, but we must base our decisions on what our history of growth has shown us."

Steve Dunn also supported the North Alternate even though it was not a good alternate for him personally. "I live in Pleasant Hills. The North and Crossover Alternates would take my house but I'm not bigger than Pulaski County. My heart is with the people. The North Alternate is best for the community."

## **Mitigation**

The Council recommended that the KYTC take a progressive and proactive approach to

the mitigation of the negative impacts of the new highway and to the protection of the ecosystems and scenic beauty of the region. According to council member Lee Florea, “The environment must be maintained for us to survive. Tourism ties into the environment. We must balance what we need with what we have.”

Minimizing degradation to the human and natural environment could be achieved by considering the following needs during the design and construction of the proposed northernbypass.

- All water run-off from the roadway should be diverted away from cave entrances, sinkholes, streams, and other conduits to caves systems and aquifers.
- Wetlands that will be developed to replace wetland acreage taken for the construction of the bypass should be located within the project corridor. These newly developed wetlands should be designed to:
  - Intercept all highway and bridge water run-off;
  - handle the flow from a 50-year storm; and
  - enhance benthic diversity.

These measures, when added to best management practices followed during construction, such as silt traps and vegetative filters, will help protect the Lake Cumberland watershed.

Benefits provided by these measures include: reducing the amount of solids and other roadway run-off that can have negative effects on aquatic life; providing additional protection from hazardous substance spills

by encouraging benthic and other microbial activity that supports biodegradation; and maintaining wetland habitat.

Other suggested mitigation measures included:

- designing and constructing attractive highway features such as rock cuts, retaining walls and bridges, in an aesthetically pleasing way;
- providing environmentally friendly sound barriers where needed.
- planting trees and other vegetation to protect and enhance the scenic resources and ecosystems of the region;
- providing special signing for local tourism destinations ;
- minimizing the splitting of farms and providing for adequate access for farming operations in the design of the highway; and
- exploring the feasibility of constructing elevated road beds in sensitive areas, including wildlife crossings, wetland areas and stream crossings;
- developing an emergency spill plan for responding to spills from vehicles; and
- exploring the feasibility of minimizing the width of right of way through neighborhoods and where sensitive geologic features exist.

The Advisory Council also believes that to best ensure that local values are incorporated into the proposed mitigation measures, a citizens group should work with the KYTC on the design and construction of the highway.

Negative impacts on people's lives, such as making decisions on how and when to relocate homes and farming operations, can be mitigated somewhat, if the KYTC proceeds quickly to the design and construction of the proposed improvement.

### **Other Suggestions**

In addition to these mitigation measures, intended for KYTC consideration, Council members thought the following should be taken into consideration by the responsible parties.

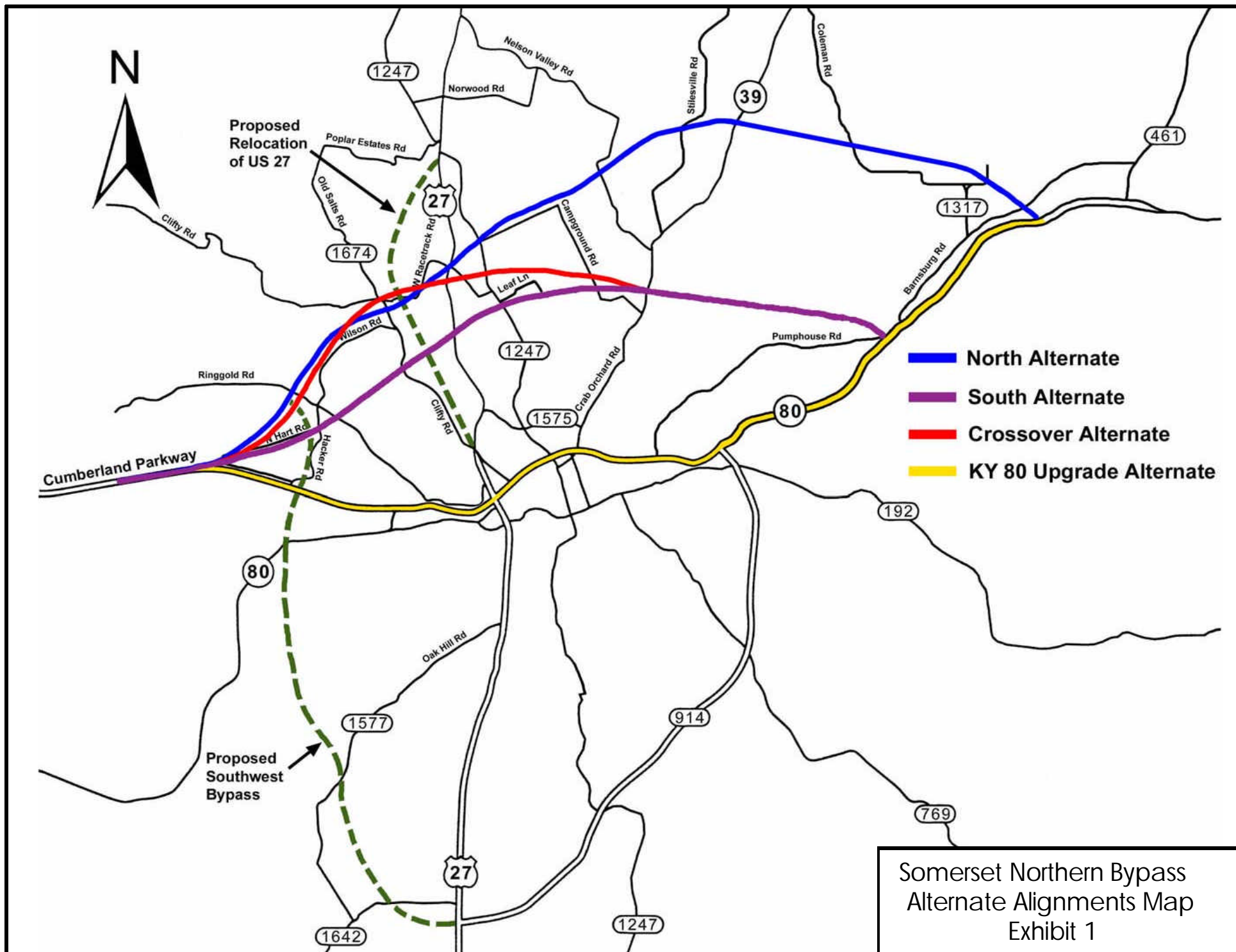
The KYTC should consider performing an appropriate geophysical survey to identify major karst features such as faults and oil fields; designing a monitoring plan to gauge the cumulative effects the roadway run off would have on aquifers in the area; and performing a survey to identify the biodiversity in the project corridor.

The way in which the land between the existing city limits of Somerset and the North Alternate is developed is crucial to carrying out the community vision. While the North Alternate would allow for more development, it also would allow for more parks and green spaces.

As new business corridors develop, extending from the Somerset city limits to the North Alternate, a conscious effort should be made to attract business operators to the city center to avoid its demise.

To assure the safety of area residents and visitors to Somerset and Pulaski County, local governments should work to ensure that adequate emergency services can be provided along and in close proximity to the North Alternate.

# EXHIBITS



# APPENDICES

# Somerset Northern Bypass Citizen's Advisory Council

## Ground Rules

1. Everyone will be allowed to state their positions, beliefs, and questions without interruption or ridicule from others. We will respect differences.
2. We will give feedback directly and openly, it will be given in a timely manner, and we will provide information that is specific and focuses on our task and process and not on personalities.
3. We will attend all meetings. If a person cannot attend a meeting, he/she will contact the chairperson or vice-chairperson, other representatives from their area of interest, and, if possible, designate an individual who will attend in his/her absence.
4. We will use our time well, starting on time, returning from breaks, and ending our meetings promptly.
5. We will keep our focus on our goals and avoid sidetracking, personality conflicts and hidden agendas. We will acknowledge problems and deal with them.
6. We will not make phone calls or interrupt the group. We understand that family, business, and other unforeseen events necessitate accepting calls during these meetings.



# A METHODOLOGY FOR OBTAINING WORK GROUP INPUT TO THE ADVISORY COUNCIL

## Advisory Council "Product" – The Goal

The Advisory Council's basic product is a report to the KYTC as part of that agency's decision-making process. The report would include the following topics:

- Brief History of the Advisory Council's involvement
- Work Group/Advisory Council Structure and Responsibilities
- The "No Build" Alternative
- Summary of Impacts Identified by the Work Groups and Council
- Conclusions/Recommendations

Consultant staff would provide assistance in drafting the report for Advisory Council approval.

## What the Council Needs from the Work Groups

In order to be able to consistently balance one group's interests with another's, the Advisory Council needs uniform input from all groups. It needs to know the order of preference among alternates considered and the relative degree to which they like/dislike each alternate.

The Council also needs this input to be based in an analysis of impacts, so they can return to the basis of preferences should they need to do so in their deliberations. Therefore, the impact analyses should be quantitative, where possible, to the extent that criteria and impact measures can be compared on a "relative importance" basis.

## Work Group Methodology Objectives

1. Focus analysis on impacts of each build alternate.
2. Address impacts only in the group's area of interest.
3. Integrate as much objectivity as possible into this necessarily subjective process.
4. Provide quantitative comparisons among alternates, as much as possible.

## Individual Work Group Conclusions

While the information required and impacts considered by the Work Groups will vary, presentation to the Advisory Council should be done in as consistent a manner as possible. To accomplish this consistency, it is suggested that each Work Group:

- identify issues (criteria) related to project impacts specific to the Work Group.
- weight the criteria to show their relative importance.
- determine whether the impacts associated with each criterion can be measured or quantified (# of acres lost, extra miles traveled, cost of replacement, etc.). If so, the measures should be made relative one to another to allow the summing of impacts. If not, the Work Group should by other means assign relative measures or scores to the criterion in question.

It is important that criteria (issues) be identified and their importance "weighted" before discussion of alternative alignments begins. By focusing Work Group discussion on the relative importance of impact criteria, a more objective evaluation of each alternate alignment can be made.

The following pages illustrate a methodology which allows flexibility in identifying and weighting criteria, an objective assessment of alternative routes, and a consistent (among Work Groups) presentation of information to the Advisory Council.

## Advisory Council Methodology

The Advisory Council should allow each Work Group to make a presentation, defining its position, summarizing positive and negative impact issues, and discussing methods and supporting data used to arrive at conclusions. Handouts and related materials could be distributed, with time and material limits set by the Council. Time could be set aside for Questions & Answers after each Work Group presentation, with a general Q & A session open to the public at the conclusion of the individual Work Group presentations.

The Council may wish to develop its own criteria for assessing alternatives beyond those addressed by the Work Groups.

## Words of Caution

This methodology will not provide results to which rigorous mathematical analyses can be applied. It is not the aim of the model to do so. Rather its purpose is to provide a system which will help groups to focus on maintaining an objective stance in their approach to issues and to develop and present their analyses in a logical manner. Used with care and caution, it can be an effective tool in striving for objective results in a very subjective environment.

# Impact Matrix Methodology

## STEP 1 Identify and “weight” most important Work Group issues (criteria).

- A. Compile “core list” of issues, Submit list to Work Group members for additions, comments, etc.
- B. Submit the newly updated list to each Work Group member asking for his/her top 3 criteria (individual choices)
- C. Compile/weight (based on Step 1.B. voting) the list of the Work Group’s top 5 ± issues. Screening out issues of lesser concern allows focus to be placed on the Work Group’s most important issues. Weights are expressed as percentages. The sum of all criteria weights would be 100%.

This process should be done by mail. This will ensure the opportunity for involvement by all appropriate persons and preclude the possibility of uneven meeting attendance influencing results.

## STEP 2 Identify alternate alignment impact measures. (See example, Attachment A-2.)

- A. Assign quantifiable measures\* (acres, number of buildings, miles, dollar values, road closures, etc.) to each of the criteria/alternates identified in STEP 1. Where this is not feasible, the Work Group should establish other relative measures or scores for that criterion. (Raw score for each criterion for each alternate.)
- B. Calculate % distribution (SUM = 100%) for each criterion for each alternate. (Relative Impact Score = Alternate Raw Score divided by total of Raw Scores).
- C. Apply appropriate criteria weighting factor to each Relative Impact Score (Weighted Impact Score = Criteria Weight times Relative Impact Score).
- D. SUM the weighted impact scores for each alternate route (Alternate Preference Score)

The alternate with the least negative impact has the lowest Alternate Preference Score.

### \*Notes

- 1. Care should be taken to ensure that all measures are in the same direction; i.e., the larger the score, the larger the negative impact. If larger scores would indicate a more positive effect, use the reciprocal of the raw scores in question.
- 2. Avoid comparisons which cause some alternates to have scores of zero. Zero scores tend to distort importance measures.

# EXAMPLE AGRICULTURE IMPACTS SUMMARY SHEET

ALTERNATE ALIGNMENTS	CRITERIA (WEIGHTS IN PARENTHESIS)				ALTERNATE PREFERENCE SCORE
	NO. OF FARM BUILDINGS DISPLACED (40%)	NO. OF ACRES REMOVED (30%)	AGRICULTURE COMMUNITY COHESION (20%)	NO. OF ROADS CLOSED (10%)	
ALTERNATE 1					
RAW SCORE	5	1,000	1	3	
RELATIVE IMPACT SCORE	14.3	58.8	16.7	50.0	
WEIGHTED IMPACT SCORE	5.7	17.6	3.3	5.0	
ALTERNATE 2					
RAW SCORE	20	200	3	1	
RELATIVE IMPACT SCORE	57.1	14.8	50.0	16.7	
WEIGHTED IMPACT SCORE	22.8	3.5	10.0	1.7	
ALTERNATE 3					
RAW SCORE	10	100	2	2	
RELATIVE IMPACT SCORE	20.6	29.4	33.3	33.3	
WEIGHTED IMPACT SCORE	11.3	8.8	6.7	3.3	
TOTAL RELATIVE IMPACT SCORES	100	100	100	100	
TOTAL WEIGHTED IMPACT SCORES	40	30	20	10	100

Notes: 1. Agriculture community cohesion raw scores are subjective (no objective measurements).  
2. Total scores may vary due to rounding.

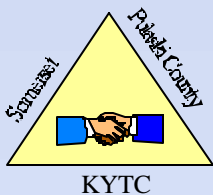
# Somerset Northern Bypass Agriculture Work Group

Report to the Advisory Council

August 8, 2002

  
Allen Crawford

  
Keenan Turner



# Agriculture Work Group

## Summary of Findings

- ? OF the alternates remaining under consideration, the South Alternate was the best by a small margin over the Crossover Alternate.
- ? Of the bypass alternates, the Crossover Alternate takes the least amount of farmland out of production and the North Alternate takes the most.

If the KY 80 Upgrade had been a feasible alternate, it would have been, by far, the best for this criterion.

- ? In terms of limiting negative impacts on property values, the closer the alternate is to downtown, the less negative impacts it has on agricultural land property values, primarily because there is less farmland to be impacted.

A local appraiser was consulted to arrive at general estimates of current land values for tracts of land adjacent to each alternate. Assumed rates of increase or decrease in land values were developed. Individual appraisals of properties were not done.

No historical data were available to quantify the effect road-building has on agricultural land property values. However, it is generally accepted that land values increase in the area around an interchange and it is assumed that the development value of land next to an interstate-type facility that does not have access to the roadway would decrease.

Although we do not have complete data for the KY 80 Upgrade, it is reasonable to assume that had it been a feasible alternate, it would have been, by far, the best for this criterion.

- ? The number of farms split by the bypass alternates varied within a relatively narrow range, with the South being the best and the North being the worst.

If the KY 80 Upgrade had been a feasible alternate, it easily would have been the best for this criterion.

- ? In terms of avoiding existing farm homes and structures, the Crossover Alternate impacts the smallest number.

If the KY 80 Upgrade had been a feasible alternate, it would have been the best alternate for this criterion, primarily because of its more urban environment.

- ? In terms of minimizing the environmental effects associated with road construction on farms, the South Alternate was the best.

If the KY 80 Upgrade had been a feasible alternate, it would have fared better than the Crossover and North Alternates, but worse than the South Alternate.

## Agriculture – Criteria Measurements

Criterion	Weighted %	Measurement
? Limit the loss of the best farmland	23.6%	Number of acres of cropland and pastures
? Limit negative impacts on property values	22.5%	Have local appraiser estimate the average agricultural land values along each alternate before and after construction (wouldn't do individual appraisals)
? Minimize the splitting of farms	22.1%	Number of severed parcels
? Avoid displacement of farm homes and farm structures	17.9%	Number of farm residences and other farm structures displaced plus the number of farm residences within 500 ft of ROW plus the number of farm structures within 100 ft of ROW
? Minimize environmental effects of road construction on farms (i.e. water supplies, water quality impacts on streams & adjacent bottomland farming & ag operations)	13.9%	a) Number of wells taken (25%) b) Number of farm ponds taken (25%) c) Number of feet of stream channelization (25%) d) Number of acres of bottomland taken (25%)

# AGRICULTURE WORKGROUP IMPACT SUMMARY SHEET

## SOMERSET NORTHERN BYPASS

ALTERNATE ALIGNMENTS	CRITERIA (WEIGHT)					SCORE 1 ○
	PRIME FARMLAND (23.6%)	PROPERTY VALUES (22.5%)	FARM SPLITTING (22.1%)	HOME/STRUCTURE DISPLACEMENT (17.9%)	ENVIRONMENTAL EFFECTS (13.9%)	
1. NORTHALTERNATE						
RAW SCORE	330	694520	16	73	1113800.2	
RELATIVE IMPACT SCORE	38.2	54.1	43.2	37.1	42.0	
WEIGHTED IMPACT SCORE	9.0	12.2	9.5	6.6	5.8	
2. CROSSOVERALTERNATE						
RAW SCORE	258	311520	12	54	177200.2	
RELATIVE IMPACT SCORE	29.9	24.2	32.4	27.4	30.2	
WEIGHTED IMPACT SCORE	7.1	5.4	7.2	4.9	4.2	
3. SOUTHALTERNATE						
RAW SCORE	276	278840	9	70	1700.4	
RELATIVE IMPACT SCORE	31.9	21.7	24.3	35.5	27.8	
WEIGHTED IMPACT SCORE	7.5	4.9	5.4	6.4	3.9	
TOTAL RELATIVE IMPACT SCORES	100	100	100	100	100	
TOTAL WEIGHTED IMPACT SCORES	23.6	22.5	22.1	17.9	13.9	100

Notes: Total scores may vary due to rounding.

① The best alternate preference score is the lowest score.



# Somerset Northern Bypass Business Work Group

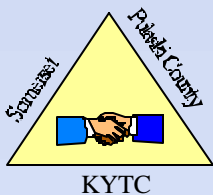
Report to the Advisory Council

August 8, 2002

  
Ken Bean

  
Jim Bentley

  
John Tuttle



# Business Work Group

## Summary of Findings

- ? Of the alternates remaining under consideration, the North Alternate is clearly the best.
- ? The North Alternate allows for the future expansion of Somerset better than any of the other alternates.

The number of acres of accessible and developable land between the North Alternate and the Somerset city limits is more than 2½ times that of any other alternate.

We think that allowing development to occur within the bypass encourages compact and controlled development.

If the KY 80 Upgrade had been a feasible alternate, it would have been, by far, the worst for this criterion.

- ? In terms of access to existing businesses, in general, the closer the alternate is to downtown, the better.

We used three representative businesses to assess this criterion: Warner Fertilizer, Cracker Barrel and K-Mart Shopping Center. The South Alternate and Cross-Over Alternate rated about the same, both measurably better than the North Alternate.

If the KY 80 Upgrade had been a feasible alternate, it would have been the best alternate for this criterion.

- ? Site opportunities for business relocations and future development improve as you move away from the downtown area.

All bypass alternates would provide reasonable areas for development, with the North Alternate being the best by a small margin.

If the KY 80 Upgrade had been a feasible alternate, it would have finished in last place for this criterion by a wide margin.

- ? The number of jobs lost due to the taking of businesses varied within a relatively narrow range, with the South Alternate being best and the Cross-Over Alternate worst.

Although we realized that it is unlikely that the displacement of a business always means the permanent loss of the jobs associated with that business, we

assumed that anyway, as a worst-case scenario. (In fact, another of our criteria addressed site opportunities for business relocations.)

Although we do not have complete data for the KY 80 Upgrade, we think it would have been the worst of the original four alternates for job loss impacts.

- ? The Crossover Alternate allows for the least disruption to existing businesses during roadway construction.

We chose to measure this criterion in terms of how many employees (or jobs) would be affected during construction. Of the bypass alternates, the South Alternate is the worst.

If the KY 80 Upgrade had been a feasible alternate, it would have adversely affected EVERY business along KY 80. This would have been one of the most debilitating impacts of this alternate.

## Business – Criteria Measurements

Criterion	Weighted %	Measurement
? Allow for the future expansion of Somerset	23.8%	# of acres of accessible and developable land between the northern city limits and the alternate
? Provide good access to existing businesses	23.5%	Sum of the distances from three representative businesses [a) Warner Fertilizer; b) Cracker Barrel; c) K-Mart Shopping Center on KY 80 east of US27] to the nearest proposed interchange
? Allow for site opportunities for business relocations and future development	19.9%	# of acres of accessible and developable land within a one-mile radius of the center of each interchange
? Minimize the loss of jobs	17.7%	# of jobs lost by the taking of businesses
? Maintain good access to businesses during construction	15.0%	# of jobs directly affected during roadway construction in commercial and/or industrial areas

# BUSINESS WORK GROUP IMPACTS SUMMARY SHEET

## SOMERSET NORTHERN BYPASS

ALTERNATE ALIGNMENTS	CRITERIA (WEIGHT)					ALTERNATE PREFERENCE SCORE
	FUTURE 1 EXPANSION (23.8%)	PROVIDE ACCESS (23.5%)	SITE 1 OPPORTUNITIES (19.9%)	JOB RETENTION (17.7%)	MAINTAIN ACCESS (15.0%)	
1. NORTHALTERNATE						
RAW SCORE	2571	52.23	1237	25	22	
RELATIVE IMPACT SCORE	14.5	40.9	32.6	32.1	21.4	
WEIGHTED IMPACT SCORE	3.5	9.6	6.5	5.7	3.2	28.5
2. CROSSOVERALTERNATE						
RAW SCORE	989	37.30	1226	38	16	
RELATIVE IMPACT SCORE	37.7	29.2	32.9	48.7	15.5	
WEIGHTED IMPACT SCORE	9.0	6.9	6.5	8.6	2.3	33.3
3. SOUTHALTERNATE						
RAW SCORE	780	38.03	1169	15	65	
RELATIVE IMPACT SCORE	47.8	29.8	34.5	19.2	63.1	
WEIGHTED IMPACT SCORE	11.4	7.0	6.9	3.4	9.5	38.2
TOTAL RELATIVE IMPACT SCORES						
TOTAL WEIGHTED IMPACT SCORES	100	100	100	100	100	
TOTAL WEIGHTED IMPACT SCORES	23.8	23.5	19.9	17.7	15.0	100

Notes: Total scores may vary due to rounding.


- ① For these criteria the reciprocal of the raw scores are used to maintain the same "direction" of impacts (so that "negative" is always a larger number).
- ② The best alternate preference score is the lowest score.

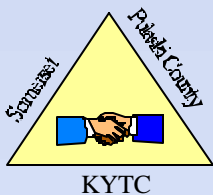
# Somerset Northern Bypass Economic Development/Tourism Work Group

Report to the Advisory Council

August 8, 2002

  
Carrol Estes

  
John Perkins



# Economic Development/Tourism Work Group

## Summary of Findings

- ? OF the alternates remaining under consideration, the North Alternate is best by a small margin.
- ? The traffic flow assessments for each alternate varied within a narrow range, with the Crossover and the North Alternates being the best and the South Alternate slightly lower.

Traffic flow assessments were based on a value system assigned to rank the Level of Service (LOS) for each alternate, including crossroads.

If the KY 80 Upgrade had been a feasible alternate, it would have finished in last place for this criterion by a wide margin. In fact, the poor LOS for this alternate is the major reason for its dismissal from further study.

- ? Facilitating access to northern Pulaski commercial and industrial business improves as you move closer to town.

We used three representative facilities to assess this criterion: the Valley Oaks Business and Technology Park, and two separate sites within the Lake Cumberland commerce complex.

All bypass alternates would reasonably facilitate access to commercial and industrial development in northern Pulaski, with the South Alternate being the best.

If the KY 80 Upgrade had been a feasible alternate, it easily would have been the best for this criterion.

- ? The North Alternate clearly would provide the best connectivity to KY 461 of any of the alternates.

The North Alternate interchange with KY 80 is significantly closer to KY 461 than the interchanges for the South and Crossover Alternates.

If the KY 80 Upgrade had been a feasible alternate, it would have been the worst for this criterion.

- ? The South Alternate would provide the best connectivity to KY 914 of any of the bypass alternates.

If the KY 80 Upgrade had been a feasible alternate, it would have been the best for this criterion.

- ? The Crossover Alternate would provide the best connectivity to old Route 27 of any of the bypass alternates.

We used two representative businesses on Old U.S. Route 27 to assess this criterion: Warner Fertilizer and the Lake Cumberland Livestock Market.

If the KY 80 Upgrade had been a feasible alternate, it would have been the worst for this criterion.

- ? In terms of easy access to tourism destinations, the closer the alternate is to downtown and the lake south of town, the better.

If the KY 80 Upgrade had been a feasible alternate, it would have been the best for this criterion.



## Economic Development/Tourism – Criteria Measurements

Criterion	Weighted %	Measurement
? Provide the best traffic flow location	28.2%	Traffic volume projections for KY 80 for each alternate
? Facilitate commercial/industrial development in northern Pulaski County	16.7%	Sum of distance measurements from the interchanges on KY 80 (east) and US 27 to each of the three industrial parks
? Provide good connectivity to KY 461	15.4%	Distance measurement from interchange on KY 80 (east) to KY 461
? Provide good connectivity to KY 914	14.1%	Sum of distance measurements from interchanges on KY 80 (east) and US 27 to KY 914
? Provide good connectivity to Old Route 27	14.1%	Sum of distance measurements from Livestock Yards & Warner Supply on Old Route 27 to interchange on relocated US 27
? Provide easy access to tourism destinations	11.5%	Identify representative tourism destinations (Lake Cumberland, General Burnside State Park, Battle of Dutton Hill, National Cemetery/Museum at Nancy, and Center for Rural Development's Theatre) and then measure the length of roadway from the nearest interchange to each destination

ECONOMIC DEVELOPMENT/TOURISM WORKGROUP  
IMPACT SUMMARY SHEET

SOMERSET NORTHERN BYPASS

ALTERNATE ALIGNMENTS	CRITERIA (WEIGHT)						SCORE
	TRAFFIC FLOW (28.2%)	FACILITATE DEVELOPMENT (16.7%)	KY 461 CONNECTIVITY (15.4%)	KY 914 CONNECTIVITY (14.1%)	OLD ROUTE 27 CONNECTIVITY (14.1%)	TOURISM ACCESS (11.5%)	
1. NORTH ALTERNATE							
RAW SCORE	41	45.99	1.44	9.78	2.98	37.75	
RELATIVE IMPACT SCORE	33.1	35.1	14.8	41.6	32.6	35.2	
WEIGHTED IMPACT SCORE	9.3	5.9	2.3	5.9	4.6	4.0	32.0
2. CROSSOVER ALTERNATE							
RAW SCORE	41	43.21	4.16	7.17	2.88	35.80	
RELATIVE IMPACT SCORE	33.1	32.9	42.6	30.5	31.5	33.4	
WEIGHTED IMPACT SCORE	9.3	5.5	6.6	4.3	4.4	3.8	33.9
3. SOUTH ALTERNATE							
RAW SCORE	40	42.00	4.16	6.58	3.28	33.79	
RELATIVE IMPACT SCORE	33.9	32.0	42.6	28.0	35.9	31.5	
WEIGHTED IMPACT SCORE	9.6	5.3	6.6	3.9	5.1	3.6	34.1
TOTAL RELATIVE IMPACT SCORES							100
TOTAL WEIGHTED IMPACT SCORES	28.2	16.7	15.4	14.1	14.1	11.5	

Notes: Total scores may vary due to rounding.

- ① For these criteria the reciprocal of the raw scores are used to maintain the same "direction" of impacts (so that "negative" is always a larger number).
- ② The best alternate preference score is the lowest score.

# Somerset Northern Bypass Environment Work Group

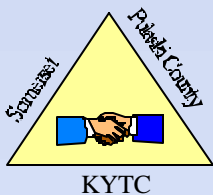
Report to the Advisory Council

August 8, 2002



**Dan Crockett**

**Lee Florea**

  
**Father Jack Kieffer**  
**Ben Mattingly**

# Environment Work Group

## Summary of Findings

The Crossover Alternate clearly has the least negative impact of the three bypass alternates.

The potential for adverse effects on cave systems (Criterion #2) including other karst features, such as sink holes, springs, and other conduits to cave systems, is the primary reason for the Crossover Alternate's top score.

In terms of minimizing negative impacts on ecosystems, channelization of streams, loss of woodlands and impacted wetlands were felt to be the most important measures for Pulaski County.

For this criterion, the North Alternate is the least desirable primarily because of the length of channel changes that would occur to three of the ten streams crossed by this option. The South Alternate is rated the most desirable for this criterion because there are no channel changes for this option even though it crosses seven streams. Topography, angle of the crossing, and shape of shoreline are the main reasons that determine if channelization is needed.

The impact to habitat of plant and animal species varied within a relatively narrow range, with the North Alternate being the worst, because of its longer length, and the Crossover Alternate being best.

Although no threatened and endangered species were found in the project study area, protecting habitat is important to help the potential spread of these species in the study area as well as for the well-being of existing species.

Minimizing adverse impacts to air and water quality and determining the number of persons potentially affected by noise is the fourth criterion we used to evaluate the alternates.

While impacts to air quality are virtually identical for all the alternates, there is some variation in water quality impacts based on acres of earth disturbed during construction and runoff of transportation-related contaminants created from vehicle traffic. The North Alternate was the least desirable for water quality because of the larger number of stream crossings (10) and its longer length. The Crossover and South Alternates were virtually identical in terms of water quality impacts.

Concerning potential noise impacts, although the Crossover Alternate potentially would take the most homes, the South Alternate appears to potentially affect the most people because there are more homes in close proximity to this alternate than the others.

In combining these three factors—air, water & noise for the fourth criterion, the Crossover Alternate is the most desirable and the North Alternate is the least desirable.

These analyses used quantitative measures, not qualitative evaluations, of environmental impacts. For example, the number of springs and caves were identified for each alternate but the degree of impact on each spring and cave was not measured. Similarly for other criteria, the number or size of various factors were identified but not the degree of impact. Sufficient resources do not exist to conduct the kind of studies needed for measuring qualitative impacts.

Even though these analyses show that the Crossover Alternate would cause the least environmental damage of the build alternates, the Environment Work Group prefers to stop the spread environmental degradation to other areas of the project corridor. Consequently, the Environment Work Group recommends the "No-Build Alternative".

## Environment – Criteria Measurements

Criterion	Weighted %	Measurement
Minimize impacts on ecosystems	29.0%	<ul style="list-style-type: none"> <li>a) Residential/Urban areas impacted – acres (5%)</li> <li>b) Agricultural areas impacted – acres (15%)</li> <li>c) Woodlands impacted – acres (20%)</li> <li>d) Streams impacted – length of stream bed either through channelization or other construction (40%)</li> <li>e) Wetlands impacted – acres (20%)</li> </ul>
Avoid construction over caves	27.3%	<ul style="list-style-type: none"> <li>a) Sinkholes impacted – acres (35%)</li> <li>b) Springs and caves impacted – number (25%)</li> <li>c) Polygon of conduit probability – acres (40%)</li> </ul>
Minimize impact to habitat of plant and animal species	22.5%	<ul style="list-style-type: none"> <li>a) Habitat of threatened and endangered animal species impacted – acres (33.33%)</li> <li>b) Habitat of threatened and endangered plant species impacted – acres (33.33%)</li> <li>c) Habitat of species of special concern – acres (33.33%)</li> </ul>
Minimize impact to air/water quality and noise	21.3%	<ul style="list-style-type: none"> <li>a) Noise pollution (dB) – approximate number of people or receptors potentially affected by adverse noise levels (20%)</li> <li>b) Air pollution – emission rates, traffic volumes, size of roadway, and other factors are calculated to determine compliance with air quality standards (10%)</li> <li>c) Water pollution (70%) <ul style="list-style-type: none"> <li>1. Earth disturbed (short term impact) – acres (25%)</li> <li>2. Vehicle miles traveled per day = average daily traffic x length of alternate (ongoing impact) (75%)</li> </ul> </li> </ul>

# ENVIRONMENT WORK GROUP IMPACT SUMMARY SHEET

## SOMERSET NORTHERN BYPASS

ALTERNATE ALIGNMENTS	CRITERIA (WEIGHT)				ALTERNATE PREFERENCE SCORE 1
	ECOSYSTEMS (29.0%)	CONSTRUCTION OVER CAVES (27.3%)	PLANT AND ANIMAL HABITATS (22.5%)	AIR, WATER AND NOISE POLLUTION (21.3%)	
1. NORTH ALTERNATE					
RAW SCORE	129 358 107 1380 0.13	550 14 221.4	686 0 456	249 1 594 239492	
RELATIVE IMPACT SCORE	41.9	50.3	35.7	36.6	
WEIGHTED IMPACT SCORE	12.2	13.7	8.0	7.8	41.7
2. CROSSOVER ALTERNATE					
RAW SCORE	143 289 76 720 3.60	7 4 90.7	592 0 372	244 1 508 187643	
RELATIVE IMPACT SCORE	34.1	11.6	31.8	31.1	
WEIGHTED IMPACT SCORE	9.9	3.2	7.2	6.6	26.9
3. SOUTH ALTERNATE					
RAW SCORE	115 296 85 0 4.93	525 5 201.1	611 0 388	303 1 496 187208	
RELATIVE IMPACT SCORE	23.9	38.1	32.5	32.4	
WEIGHTED IMPACT SCORE	6.9	10.4	7.3	6.9	31.5
TOTAL RELATIVE IMPACT SCORES	100	100	100	100	
TOTAL WEIGHTED IMPACT SCORES	29.0	27.3	22.5	21.3	100

Notes: Total scores may vary due to rounding.

① The best alternate preference score is the lowest score.

# Somerset Northern Bypass Government Work Group

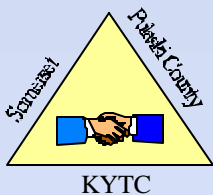
Report to the Advisory Council

August 8, 2002

  
Wayne Bennett

  
Darrell Beshears

  
J. P. Wiles





# Government Work Group

## Summary of Findings

? Of the alternates remaining under consideration, the North Alternate is best.

? The North Alternate clearly best meets the criterion for being a true bypass.

The closer an alternate is to the downtown area, the less well it serves as a bypass.

? A panel of emergency service experts rated the Crossover Alternate and the South Alternate the same and the best of the four alternates.

The North Alternate received less support because of its greater distance from emergency service centers in Somerset and the length of time it would take to respond to an accident on the bypass.

The KY 80 Upgrade Alternate was viewed as the worst of the group because of its disruption of the local system of roads and streets.

? The North Alternate clearly allows for the potential growth of Somerset better than any of the other alternates.

The number of acres of accessible and developable land between the North Alternate and the Somerset city limits is more than 2½ times that of any other alternate.

We think that allowing development to occur within the bypass encourages compact and controlled (smart) growth.

If the KY 80 Upgrade had been a feasible alternate, it would have been, by far, the worst for this criterion.

? Development opportunities near interchanges improve as you move away from the downtown area. All bypass alternates would provide reasonable areas for development, with the North and Crossover Alternates being the best.

If the KY 80 Upgrade had been a feasible alternate, it would have finished in last place for this criterion by a wide margin.

? The North Alternate, because of its proximity to the communities in question, is somewhat better in providing access to them. It also lies in a less developed area, which would entail less traffic congestion for travelers to those communities.

Both distance and congestion increase with more southern alternates, with the KY 80 Upgrade being worst.

## Government – Criteria Measurements

Criterion	Weighted %	Measurement
? Location of bypass needs to be far enough north to be a true bypass	25.8%	Distance measurements from KY 80 to each alternate alignment using the sum of the lengths along US 27 and KY 39
? Provide convenient access to existing road system (i.e. school buses, emergency vehicles)	24.7%	Pair-wise comparisons by local experts
? Provide enough room for the potential growth of Somerset (with consideration of "smart growth")	20.2%	# of acres of accessible and developable land between the northern city limits and the alternate
? Allow for economic development (develop tax base) near bypass interchanges	14.6%	# of acres of accessible and developable land within a one-mile radius of the center of each interchange
? Provide good access for small communities (such as Science Hill, Eubank and Woodstock)	14.6%	Sum of distance measurements from nearest interchange to other communities (Science Hill, Eubank and Woodstock)

GOVERNMENT WORK GROUP  
IMPACT SUMMARY SHEET

SOMERSET NORTHERN BYPASS

ALTERNATE ALIGNMENTS	CRITERIA (WEIGHT)					ALTERNATE PREFERENCE SCORE
	BYPASS 1 LOCATION (25.8%)	CONVENIENT 1 ACCESS (24.7%)	POTENTIAL 1 GROWTH (20.2%)	ECONOMIC 1 DEVELOPMENT (14.6%)	COMMUNITY ACCESS (14.6%)	
1. NORTH ALTERNATE						
RAW SCORE	6.6	7	2571	1237	23.6	
RELATIVE IMPACT SCORE	24.3	53.3	14.5	32.6	31.0	
WEIGHTED IMPACT SCORE	6.3	13.2	2.9	4.8	4.5	31.7
2. CROSSOVER ALTERNATE						
RAW SCORE	4.5	16	989	1226	25.7	
RELATIVE IMPACT SCORE	35.6	23.3	37.7	32.9	33.7	
WEIGHTED IMPACT SCORE	9.2	5.8	7.6	4.8	4.9	32.3
3. SOUTH ALTERNATE						
RAW SCORE	4.0	16	780	1169	26.9	
RELATIVE IMPACT SCORE	40.1	23.3	47.8	34.5	35.3	
WEIGHTED IMPACT SCORE	10.3	5.8	9.7	5.0	5.2	36.0
TOTAL RELATIVE IMPACT SCORES						
TOTAL WEIGHTED IMPACT SCORES	25.8	24.7	20.2	14.6	14.6	

Notes: Total scores may vary due to rounding.

- ① For these criteria the reciprocal of the raw scores are used to maintain the same "direction" of impacts (so that "negative" is always a larger number).
- ② The best alternate preference score is the lowest score.

# Somerset Northern Bypass Neighborhoods Work Group

Report to the Advisory Council

August 8, 2002



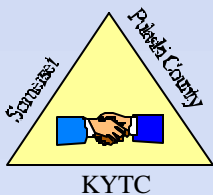
**Carrie Altmaier**



**Steve Dunn**



**Reverend Mark Harrell**



# Neighborhoods Work Group

## Summary of Findings

- ? Of the alternates remaining under consideration, the North Alternate is clearly the best.
- ? Of all the alternates considered, the North Alternate displaces the fewest households, by a wide margin.

The South Alternate would have taken fewer homes than the Crossover Alternate.

If the KY 80 Upgrade had been a feasible alternate, it would have been by far the worst alternate, displacing almost twice the number of households compared to the North Alternate.

- ? For all the quality-of-life parameters analyzed by the Neighborhood Work Group, including air, noise and light pollution and open space, the North Alternate would have the least negative impacts.

The Crossover Alternate was somewhat better than the South Alternate in this regard.

The quality of life measures are somewhat more difficult to assess for the KY 80 Upgrade in the same manner as the other alternates. Because KY 80 already exists, area residents already live with air quality, noise, light and open space impacts – although conditions in all cases would get markedly worse with the Upgrade Alternate.

- ? The North Alternate and Crossover Alternate provide the most convenient access for neighborhoods. They would have the least congestion at intersections with other, primarily north-south, roadways.

If the KY 80 Upgrade had been a feasible alternate, it would have been, by far, the worst for this criterion.

- ? The North Alternate has the least number of neighborhoods split by any alternate and the least number of households affected within ½-mile of the right-of-way (ROW) line for each alternate.

If the KY 80 Upgrade had been a feasible alternate, it would have split, by far, the most neighborhoods and affected the most households within ½-mile of the ROW.

- ? The North Alternate would have slightly less impact on churches and cemeteries. There is little impact difference among alternates.

If the KY 80 Upgrade had been a feasible alternate, it would have had slightly more impact on churches and cemeteries than the other alternates.

- ? The North Alternate and the South Alternate have similar impacts measured by the number of properties affected, with the Crossover Alternate having the greatest impact.

Although there is no data available for the KY 80 Upgrade for this parameter, it is clear that impacts would have been most severe for this criterion.

Thus, the Neighborhood Work Group and its constituency of local residents in the project corridor of the Somerset Northern Bypass Citizens Advisory Council maintain that the North Alternate has the least impacts overall on neighborhoods in the project corridor. We recommend that the Kentucky Transportation Cabinet (KYTC) select the North Alternate for the Build Alternative.

## Neighborhoods – Criteria Measurements

Criterion	Weighted %	Measurement
? Minimize the displacement of households	22.9%	Number of households displaced
? Maintain quality of life (open spaces, noise, air and light pollution)	22.1%	<p>? Air – number of households within a ½-mile radius of the center of an interchange (25%)</p> <p>? Noise – number of households within a given noise contour along each alternate (25%)</p> <p>? Light – number of households within ½-mile of the ROW for each alternate (25%)</p> <p>? Open space – number of households having a view of the highway alternate within a view shed (25%)</p>
? Make access to the highway alternate convenient for neighborhoods	15.9%	Traffic volumes for major highway arterials intersecting each alternate to determine congestion in the area of each interchange
? Maintain community cohesion (minimize splitting neighborhoods, community facilities and schools)	14.2%	<p>? Number of neighborhoods and subdivisions split (50%)</p> <p>? Number of households within ½-mile of the ROW for each alternate (50%)</p>
? Minimize impacts to churches and cemeteries	12.6%	Sum of distance measurements to provide convenient access to churches and cemeteries within ¼-mile of each alternate
? Minimize land acquisition	12.4%	Number of properties affected by each alternate

# NEIGHBORHOODS WORKGROUP IMPACTS SUMMARY SHEET

## SOMERSET NORTHERN BYPASS

ALTERNATE ALIGNMENTS	CRITERIA(WEIGHT)						SCORE 20
	HOME DISPLACEMENT (22.9%)	QUALITY OF LIFE (22.1%)	CONVENIENT ACCESS (15.9%)	COMMUNITY COHESION (14.2%)	CHURCHES AND CEMETERIES (12.6%)	LAND ACQUISITION (12.4%)	
1. NORTHALTERNATE							
RAW SCORE	64	213 103 678 361	32335	5 678	3000	195	
RELATIVE IMPACT SCORE	27.2	29.8	32.0	30.2	29.4	30.7	
WEIGHTED IMPACT SCORE	6.2	6.6	5.1	4.3	3.7	3.8	29.7
2. CROSSOVERALTERNATE							
RAW SCORE	98	311 101 662 443	32335	6 662	2250	249	
RELATIVE IMPACT SCORE	41.7	34.1	32.0	32.6	39.2	39.2	
WEIGHTED IMPACT SCORE	9.5	7.5	5.1	4.6	4.9	4.9	36.5
3. SOUTHALTERNATE							
RAW SCORE	73	271 125 733 470	36335	7 733	2800	192	
RELATIVE IMPACT SCORE	31.1	36.1	36.0	37.1	31.5	30.2	
WEIGHTED IMPACT SCORE	7.1	8.0	5.7	5.3	4.0	3.7	33.8
TOTAL RELATIVE IMPACT SCORES	100	100	100	100	100	100	
TOTAL WEIGHTED IMPACT SCORES	22.9	22.1	15.9	14.2	12.6	12.4	100

Notes: Totalscoresmayvaryduetorounding.

- ① Forthesecriteria thereciprocaloftherawscoresareusedtomaintainthesame"direction" ofimpacts(sothat"negative"isalwaysalargernumber).
- ② Thebestalternatereference scoreisthelowestscore.



# *Somerset Northern Bypass Citizens Advisory Council Biographies*

*Provided below are short biographies of the Advisory Council members, listed within the group they represent.*

## *Agriculture Work Group*

*Allen J. Crawford*

**Occupation:** Farmer/Insurance Agent

Allen was born and raised in Pulaski County and has been involved in farming for as long as he can remember. He and his family own four farms where they have raised beef cattle and tobacco for over 40 years.

*Keenan Turner*

**Occupation:** Agricultural Extension Agent

Keenan has served as an agricultural extension agent for Pulaski County for 24 years. His intent is to make sure that the producers in the project corridor have a voice in this project.

## *Business Work Group*

*Ken Bean*

**Occupation:** Vice-President, Cumberland Division of Goodwill Industries of Kentucky, and former Executive Director, Somerset/Pulaski County Chamber of Commerce.

Ken has lived and worked in Somerset for 37 years. He has worked in the business community for the last 17 years.

*Jim Bentley*

**Occupation:** Certified Public Accountant

Jim has lived and worked as a CPA in Pulaski County for 19 years. He has been associated with various local businesses both as an advisor and as

an owner. The future growth of the county is very important to him.

*John Tuttle*

**Occupation:** Owner of Several Small Businesses

John's 24 years in the Pulaski County business community includes industrial and service sector experience. He is a former board member of the Somerset Chamber of Commerce and currently serves as a board member of the First Southern National Bank and the Industrial Foundation Board.

## *Economic Development / Tourism Work Group*

*Carrol Estes*

**Occupation:** Executive Director, Industrial Foundation Board

Carrol has worked in community and industrial development for 18 years and also has been involved in planning efforts for the City of Somerset for 18 years.

*John Perkins*

**Occupation:** Postmaster

John was born in Somerset. He has been a postal worker for 30 years and Postmaster for 7 years. He also has served on the Industrial Foundation Board, working to bring industry to Somerset and currently serves on the Board of Directors for Somerset Community College.

## Environment Work Group

*DanCrockett*

**Occupation:** Forester

Dan has worked for the U.S. Forest Service for 24 years. He has experience in resource management, including timber and wildlife management and environmental analysis under the National Environmental Policy Act.

*Lee Florea*

**Occupation:** Karst Hydrogeologist

Lee, originally from Somerset, has 11 years experience in karst hydrogeology. He currently is the president of the Kentucky Speleological Survey and the principle investigator for the I66 special project of the National Speleological Society. He has been able to provide useful information about caves and hydrogeology in the project corridor.

*Father Jack Kieffer*

**Occupation:** Pastor & Technical Consultant

In his work for the group Appalachia – Science in the Public Interest (ASPI), Father Kieffer tries to help people learn to live in harmony with the environment in a sustainable way by providing technical and scientific information on how to live simply and through their own efforts.

*Ben Mattingly*

**Occupation:** Retired Fishing Guide

Ben has lived in Somerset for 63 years. He has been an outdoorsman all his life and has spent the last 22 years making a living as a guide. He feels it is his duty to represent the vital environmental issues that are involved in road building and the resulting population gains.

## Government Work Group

*Wayne Bennett*

**Occupation:** Transportation Director, Pulaski County Schools

Wayne grew up in London, Kentucky. He served 20 years in the U.S. Air Force as a navigator before retiring. Since retiring from the Air Force, he has spent 10 years as a bus driver and driver trainer for Pulaski County Schools. He is very familiar with the roads and traffic in the county and the effects that has on travel times and accessibility.

*Darrell Beshears*

**Occupation:** Pulaski County Judge Executive

Judge Beshears has served as County Judge for 12 years. During that time he has seen the county experience extreme growth, increased tourism and industrial development as well as an increase in the number of people retiring to the area. The Judge sees transportation as the number one problem for the area.

*J.P. Wiles*

**Occupation:** Mayor, City of Somerset

J.P. has served as the Mayor of Somerset since 1999. Before becoming Mayor, he was a representative of Commonwealth Insurance.

## Neighborhoods Work Group

*Carrie Altmaier*

**Occupation:** Preschool Teacher/Parent Educator

Carrie has lived in her home, located in the middle of the proposed bypass corridor, for 18 years. She knows the people living in her area and feels that it is helpful that they know they have a voice in the development of this project.

*Steve Dunn*

**Occupation:** Director of Pupil Personnel, McCreary County Board of Education

Steve has lived in the Pleasant Hill Community for the past 14 years. His wife's family has lived there for several generations. He hopes to help identify the best route possible for the people living in the area.

*Reverend Mark Harrell*

**Occupation:** Pastor

As a pastor, Reverend Harrell feels he is aware of the importance of people's homes, environment and lifestyles, while at the same time recognizing the need for advancing development. He thinks the Somerset community is wonderful area in which to live and wishes to see it grow and develop, while protecting existing features.

## Others

Two other persons began this study as members of the Advisory Council but were unable to continue to the conclusion of Council activities.

- Ken Beshears , farmer
- Diane Holman , former Executive Director of the Somerset -Pulaski Convention & Visitors Bureau.